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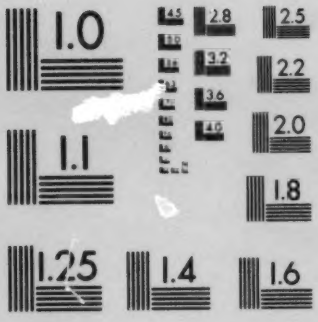

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ABSTRACT

This report presents data and summarizes findings of a study on patterns of enrollment in the Cleveland, Ohio, public schools between 1967 and 1981. The study focused on whether school desegregation caused or contributed to enrollment decline, on how much white flight was related to school desegregation, and on other possible causes of enrollment decline. Analysis of data from various sources indicated that: (1) school desegregation has not caused the enrollment decline in the Cleveland public schools; (2) the major reason for the decline in enrollment is a decrease in number of school age children, caused by population loss and fewer births; (3) student transfers out of the Cleveland system were not due to desegregation; (4) the changing school racial composition reflects the changing racial composition of the city of Cleveland; (5) Catholic school enrollments may have been stabilized by transfers out of Cleveland public schools; and (6) political and economic factors, rather than school desegregation, caused most of the decline in Cleveland school enrollments. (Author/MJL)

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ENROLLMENT DECLINE AND SCHOOL DESEGREGATION IN CLEVELAND: AN ANALYSIS OF TRENDS AND CAUSES

SEPTEMBER 1982

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office on school monitoring & community relations

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ENROLLMENT DECLINE AND SCHOOL DESEGREGATION IN CLEVELAND: AN ANALYSIS OF TRENDS AND CAUSES

SEPTEMBER 1982

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C73-1300

TO: Chief Judge Frank J. Battisti

FROM: Leonard B. Stevens, Director

SUBJ: Enrollment Decline and School Desegregation in Cleveland: An Analysis of Trends and Causes

BACKGROUND

This report is about enrollment decline in the Cleveland Public Schools over a period of approximately 10 years. This report was undertaken to attempt to calculate how much desegregation-related "white flight" took place in Cleveland, and how much of the still continuing enrollment decline is likely the result of other causes. More specifically, this report was designed to determine:

- the size of enrollment decline in Cleveland's public schools immediately before, during and after desegregation;
- whether the decline at the time of desegregation was significantly greater than would have occurred absent desegregation;
- how much of the enrollment decline during desegregation was white and apparently related to desegregation;

-the pattern and causes of student transfers out of the Cleveland Schools during desegregation;

-and also to identify events that took place during the period of desegregation and likely contributed to or affected enrollment decline.

This report is the result of a comprehensive and intensive analysis of long-term enrollment decline in the Cleveland Public School System ("the System"). No new data was collected or generated by OSMCR to produce this report. Rather, this report involved review and analysis of large quantities of data and information produced by the Cleveland School System, the Ohio Department of Education, the U. S. Census Bureau, the Cleveland City Planning Commission, the Cleveland Health Department, Cleveland State University, the Northeast Ohio Areawide Coordinating Agency, the Board of Education for the Diocese of Cleveland, the Cuyahoga Plan, the Governmental Research Institute, the U. S. Office for Civil Rights, the Federal Reserve Bank in Cleveland, and a number of private-sector organizations. This analysis of Cleveland enrollment decline, in other words, reached well beyond review of enrollment statistics for the Cleveland School System, and involved, in addition, analysis of related data on population characteristics, housing characteristics, and economic factors. Dr. Everett Cataldo, Professor of Political Science, Cleveland State University, was retained to assist

OSMCR staff in designing and producing this report. As was indicated in an OSMCR report on student attendance patterns produced earlier this year*, this report on enrollment decline is intended to serve both as a look backward at past enrollment decline and its causes and also as a step toward future improvements by the School System in its management of enrollment, since enrollment is directly linked to major decisions in school planning, school finance, school staffing and school facility use.

SUMMARY OF CENTRAL FINDINGS AND CONCLUSIONS

The central findings and conclusions of this report are:

A. Enrollment in the Cleveland School System has declined steadily since 1967. (p. 7)

B. School desegregation has not caused the enrollment decline in the Cleveland School System. (p. 19)

C. The major cause of enrollment decline in the Cleveland System is the erosion of school-age population caused by population loss and a smaller number of annual births. (p. 20)

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*OSMCR Report, "Student Attendance Patterns In The Cleveland Public Schools", May 7, 1982.

D. The size of Cleveland's school-age population, both White and Black, has been reduced sharply by population loss, fewer births and lower birth rates, and smaller family size. (p. 8)

E. A great many student transfers out of the Cleveland System took place so far in advance of the start of desegregation that it is not likely that they were caused by desegregation. Most of the transfers that took place during desegregation would have occurred anyway. (pp. 21 through 25 and 10 through 16)

F. First grade enrollments in Cleveland dipped in 1980, but appeared to recover in 1981. (p. 16)

G. The City of Cleveland and the Cleveland School System were beset by a series of unfavorable economic and political conditions in the late 1970s and early 1980s, the period during which the School System was desegregated, and these conditions may well have contributed to some portion of the enrollment decline in this period. (pp. 17-18 and 24-25)

H. During the two years of desegregation implementation, 1979 and 1980, the <u>maximum possible</u> contribution of desegregation to enrollment decline in the Cleveland School System is estimated to be 4,834 students, which is 20% of the total enrollment decline of 23,909 students in these years.

The actual contribution of desegregation to enrollment decline in these two years is likely less than this estimate. (pp. 25-26)

OSMCR RECOMMENDATIONS

A. Given the critical importance of accurate enrollment projections to the management of any school system, the Cleveland School System should thoroughly review the method it uses to make enrollment projections, compare its method to those used by other school systems, and make every effort to perfect its projection method. (See OSMCR Organizational Study, June 1, 1981, p. 102; and Board of Education Status Report on Reorganization, August 2, 1982, p. 23.)

B. The School System's Research and Analysis unit should view enrollment trends and patterns as a topic worth regular and considerable research attention. Analysis of enrollment data should be designed for the purpose of revealing trends and patterns, and producing findings and recommendations of practical value to School System planners and decision-makers. Such analysis should be used by the School System to help guide the System's efforts to manage enrollment changes and to stabilize the racial composition of individual schools and the School System as a whole.

C. The student assignment plan for the purpose of desegregation is based on student enrollment data generated by the School System several years ago, and the racial composition of schools in the desegregated Cleveland System varies substantially from school to school. Therefore, the School System should undertake a detailed analysis this school year to determine how much if any of the present-day variation in racial composition from school to school may be attributable to inaccurate enrollment data or imprecise enrollment projections generated by the School System at the time of Remedy planning. The report that results from such an analysis should be submitted to the Court no later than June 30, 1983. (See OSMCR Report "Fall 1981 School Opening", November 4, 1982, p. 48 and p. 56.)

D. The School System should review and improve its methods for recording, categorizing, verifying and reporting student transfers out of and into the System. Such data should be audited periodically for the purpose of assuring the quality of the data. Further, such data should be analyzed and summa-

rized regularly as one facet of the System's research on enrollment.* (See B. above.)

TEXT OF THE ANALYSIS

The text of the analysis, including methodology, detailed findings, tables of data and conclusions, follows.

Respectfully submitted.

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*Student transfer data collected by the School System for the years 1976-1980 is noteworthy for its quantity and detail. The System for these years collected and computerized detailed information on individual student transfers out of the System, categorized by reason for departure. These data, when made available to OSMCR, became an important part of this analysis of enrollment decline. The existence of this transfer data was unknown to OSMCR until this analysis was underway. As noteworthy as the existence of these data is the fact that, having been collected and computerized, they were put to no apparent use by the System. Since one common concern about school desegregation is "flight" from desegregating schools, it is surprising that analysis of collected data on student transfers out of Cleveland schools during the desegregation period was apparently the object neither of internal demand by System decision-makers nor of priority interest to System researchers. In any event, the System to date has generated no reports or studies based on these data, a current manisfestation of a specific organizational dysfunction described in 1981 (OSMCR Organizational Study, June 1, 1981, pp. 79-80) and which hopefully will be corrected as a result of the School System reorganization now in process. These transfer data should be preserved, and the School System's Research and Analysis unit should determine its value to future research or planning projects.

ENROLLMENT DECLINE AND SCHOOL DESEGREGATION IN CLEVELAND: AN ANALYSIS OF TRENDS AND CAUSES

SEPTEMBER 1982

OFFICE ON SCHOOL MONITORING AND COMMUNITY RELATIONS
CLEVELAND, OHIO

NOTE: In this reprint, typographical and style errors in the report as submitted to the U.S. District Court have been corrected.

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I. INTRODUCTION

A. Focus of Study

Two questions provide the focus of this study:

1. Has court-ordered desegregation of the Cleveland Public School System caused student enrollment in the System to decline?

2. Has court-ordered desegregation of the Cleveland Public School System contributed to enrollment decline in the System?

B. Assumptions

1. If school desegregation caused enrollment to decline, then:

a) Enrollment decline would be far greater in Cleveland than in any other school system in Cuyahoga County because Cleveland alone is operating under a court-ordered desegregation plan;

b) The drop in the number of students enrolled in the Cleveland System would begin at the same time as the implementation of desegregation;

c) The decline would be largely, if not exclusively, in the White student enrollment since previous research shows that Whites are much more likely to avoid desegregation than Blacks or other minorities;[1]

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[1] Everett Cataldo, Michael Giles and Douglas Gatlin, School Desegregation Policy: Compliance/Avoidance and The Metropolitan Remedy (Lexington, Mass.: Lexington Books, 1978).

d) Enrollment decline would not be related to other factors such as population loss, lower birth rates, declining number of school age children, or the like.

2. If these conditions are satisfied, then it may be concluded that school desegregation did cause enrollment decline. Conversely, if they are not satisfied, than it may be concluded that school desegregation did not cause enrollment decline.

3. If school desegregation contributed to enrollment decline, then:

a) The rate of enrollment decline in the Cleveland System would be greater during the implementation of desegregation than in preceding years;

b) Transfers to parochial and private schools would be greater during the implementation of desegregation than in preceding years;

c) Transfers to other public school systems in Cuyahoga County would be greater during the implementation of desegregation than in preceding years;

d) First grade enrollments would drop during the implementation of desegregation;

e) Changes in the rate of enrollment decline and transfers would not be related to other factors such as financial strain or labor problems in the school system, economic or employment conditions in the city or the like.

4. If these conditions are satisfied, then it may be concluded that school desegregation did contribute to enrollment decline. Conversely, if they are not satisfied, then it may be concluded that school desegregation did not contribute to enrollment decline.

C. Method

The method employed in this study is to:

1. Compare enrollment patterns in the Cleveland Public School System with other public school districts and with parochial and private schools in Cuyahoga County;

2. Examine enrollment patterns in the Cleveland System over a long period of time (1967 to the present);

3. Compare enrollment patterns during the implementation of desegregation with enrollment patterns prior to desegregation;

4. Rely on previously published data and on official records, particularly those of the Cleveland Board of Education and the State Department of Education;

5. Provide information that can be verified;

6. Base conclusions on solid statistical information;

7. Present a study that can be replicated.

D. Data

1. An extensive body of published literature and numerous sources of data were consulted and used in the preparation and execution of this study (See References and Sources). These references and sources can be classified as follows:

a) Desegregation and related issues -- books, periodicals, articles, reports, other referenced works.

b) Demographics -- reports from U.S. Census Bureau; Cleveland City Planning Commission; Cleveland State University, College of Urban Affairs; Cleveland Health Department; Northeast Ohio Areawide Coordinating Agency (NOACA).

c) Schools in Cleveland and Cuyahoga County -- Cleveland Board of Education; Ohio Department of Education; Board of Catholic Education, Diocese of Cleveland; various suburban school systems; The Cuyahoga Plan; Governmental Research Institute; U.S. Department of Education, Office for Civil Rights.

d) Cleveland economy -- reports from Cleveland Tomorrow Project, Inc.; Greater Cleveland Growth Association; Cleveland State University, College of Urban Affairs; NOACA; McKinsey and Co.; Rand Corporation; Federal Reserve Bank.

e) Issues in Cleveland -- The Cleveland Press; Cleveland Plain Dealer; current periodicals and reports; other media sources.

2. For this report, the Statistical Reports of the Ohio Department of Education (OCCD-1) were used for annual enrollment figures because they provide racial and ethnic enrollment data for each year since 1971, and have a consistent format.

a) A number of other enrollment reports are available, all differing among themselves, and from the OCCD-1 enrollment figures (Table I-1).*

b) One of the real difficulties in conducting research on Cleveland public school enrollments is the inconsistency in enrollment data.

3. This report made extensive use of student mobility and withdrawal data compiled by the Division of Research and Development of the Cleveland Board of Education.

a) The availability of such data from 1968 to the present greatly strengthens the statistical base of this study and sets it apart from other studies on this topic which typically are based on more limited data.

b) The availability of extensive withdrawal data has made it possible to trace with considerable precision

*See also OSMCR Report, "Student Attendance Patterns in the Cleveland Public School System", May 7, 1982.

transfers out of Cleveland public schools by destination since 1968, and by destination and race since 1976.

c) The withdrawal data show transfers by date of occurrence, and it is possible, therefore, to separate out the effect on enrollment of the teachers' strike of 1979-80.

d) Mobility reports were published by the Division of Research and Development until 1975. Since 1976, annual mobility and withdrawal data have been produced in the form of computer print-outs. The print-outs are complete and clearly edited, except for the 1979 print-out which contains numerous coding errors. The summary sheets of that print-out were found to be unreliable because they undercounted transfers by placing over 2,000 of them in the "other" and "work permit" categories. To arrive at accurate transfer figures for 1979, it was necessary to make a manual count of transfers for that year.

4. This report did not make use of the estimated enrollment figures filed with the desegregation plan on July 20, 1979, by the Cleveland Board of Education.

a) It was decided not to use the estimates because a spot check of some Phase I schools showed that the Board's estimates differed significantly from a retrospective count of students based on officially recorded enrollments plus transfers and withdrawals.

II. FINDINGS

A. School enrollments have declined in public and non-public schools throughout Cuyahoga County, not just in Cleveland.

1. From 1969 to 1979, Cleveland's enrollment decline was actually exceeded by five suburban school districts, and nearly equalled by five others (Table II-1).

2. From 1969 to 1979, Cleveland's school enrollment decline of 38 percent was only seven percentage points above the county-wide average of 31 percent for all public schools (Table II-1).

3. Enrollments in Catholic parochial schools in Cuyahoga County declined by 20.8 percent between 1971 and 1981 (Table II-2).

B. Enrollment in Cleveland public schools has declined steadily since 1967.

1. From a peak of 153,253 students in the 1967-1968 school year, enrollment in the Cleveland System fell to 75,825 by the 1981-82 school year (Table II-3).

a) This represents a decline of 50.5 percent over a fourteen year period.

C. Enrollment in Cleveland public schools has declined among all groups of students.

1. From 1970 to 1981, White enrollment fell by 41,900, a drop of 68.3 percent (Table II-4).

2. From 1970 to 1981, Black enrollment fell by 33,836, a drop of 39.2 percent (Table II-4).

3. Since 1976, enrollment of other minorities has fallen by 683, a drop of 15.1 percent (Table II-4).

4. Currently, about three out of every four students are Black or members of other minority groups (Table II-4).

D. <u>The size of Cleveland's school age population, both White and Black, has been reduced sharply by population loss, fewer births and lower birth rates, and smaller family size.</u>

1. From 1970 to 1980, the 5-17 year old population in Cleveland fell by 74,590, a drop of 40 percent (Table II-5).

2. In 1980, Cleveland's population fell to a 70-year low of 573,822 (Table II-6).

a). From 1970 to 1980 alone, the city lost 177,081 residents, a drop of 24 percent.

3. White population in the city decreased by 61.3 percent from 1940 to 1980 (Table II-7).

4. Black population in the city fell by 9 percent from 1970 to 1980 (Table II-7).

5. Births and birth rates in Cleveland fell sharply from 1960 to 1980 (Table II-8).

a) For Whites, births per year fell by 63 percent, and the birth rate* by 50 percent.

b) For Blacks, births per year fell by 29 percent and the birth rate* by 40 percent.

6. From 1960 to 1980, household size in Cleveland dropped from an average of 3.17 persons per household to 2.58.[2]

E. <u>The racial composition in the city of Cleveland has changed substantially over the past 40 years.</u>

1. Cleveland changed from a mostly White city in 1940, to one in which the population was nearly equally distributed in 1980 between Whites (53.5 percent) and Blacks and other minorities (46.5 percent) (Table II-7).

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[2] Cleveland City Planning Commission, <u>Neighborhood Population and Housing Data, 1960 to 1980.</u>

*Birth rate means the number of births per thousand population.

F. Transfers out of the Cleveland Public Schools increased throughout the 1970's, reaching the highest number in 1977, and the greatest percentage of enrollment in 1979.

1. In the 1977-78 school year, a total of 18,145 students transferred to parochial and private schools in Cleveland, other schools in Cuyahoga County or to schools outside of Cuyahoga County (Table II-9).

2. In 1979, transfers to all other schools amounted to 16.5 percent of the total Cleveland public school enrollment for that year (Table II-9).

3. Except for 1978, moves outside of Cuyahoga County accounted for the greatest single number of annual transfers, followed by transfers to other schools within the county (Table II-9).

4. Parochial and private schools in Cleveland received the smallest number of transfers each year (Table II-9).

5. 1977 was the biggest year for transfers to parochial and private schools in Cleveland -- 4,097 transfers, 23 percent of total transfers in that year (Table II-9).

6. 1978 was the biggest year for transfers to other schools in Cuyahoga County -- 6,901 transfers, 42 percent of the total for that year (Table II-9).

G. Whites were more likely to transfer than Blacks.

1. From 1976 to 1980, 55 percent of all transfers were White (Table II-10).

2. Two out of every three transfers to parochial or private schools in Cleveland were White (Table II-10).

3. A majority of transfers to other schools in Cuyahoga County were Black (Table II-10).

4. Transfer data by race prior to 1976 were not available.

H. In 1979 and 1980*, the rate of transfer out of Cleveland public schools exceeded the rate of the previous eleven pre-desegregation years.

1. On the basis of the 1968 to 1978 pre-desegregation transfer rate (10.42 percent of total enrollment) 18,067 transfers out of Cleveland public schools would have been expected in the years of 1979 and 1980 combined (Table II-11).

2. However, there were 24,944 transfers out: 6,877, or 38.1 percent, more student transfers than expected (Table II-11).

3. By category, the number of transfers in excess of statistical expectations were:

a) 2,670 to schools outside Cuyahoga County (Table II-11).

*Student reassignments for desegregation took place in these two years.

b) 2,562 to other schools in Cuyahoga County (Table II-11).

c) 1,644 to parochial and private schools in Cleveland (Table II-11).

4. Transfer activity out of the System was considerably greater in 1979 than in 1980 (Table II-11).

I. In 1978, the rate of transfer out of Cleveland public schools exceeded the rate of the previous ten years (1968 to 1977).

1. On the basis of the 1968 to 1977 transfer rate (10.01 percent of total enrollment), 10,483 transfers would have been expected in 1978 (Table II-12).

2. However, there were 16,574 transfers out: 6,091, or 58.1 percent, more students transfers than expected (Table II-12).

3. By category, the number of transfers in excess of statistical expectations was:

a) 4,009 to other school systems in Cuyahoga County (Table II-12).

b) 1,600 to parochial and private schools in Cleveland (Table II-12).

c) 482 to schools outside Cuyahoga County (Table II-12).

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J. The total number of transfers in excess of statistical expectations accounted for 38 percent of the enrollment decline from 1978 through 1980.

1. A grand total of 12,967 transfers in excess of expectations occurred from 1978 through 1980: 6,705 of them were White (51.7 percent); 5,736 of them were Black (44.2 percent); and 526 were other nationalities and races (4.1 percent) (Table II-13).

2. Of the 12,967 transfers in excess of expectations, 6,571 went to other schools in Cuyahoga County (50.7 percent); 3,244 went to parochial and private schools (25.0 percent) and 3,152 went to schools outside of Cuyahoga County (24.3 percent) (Table II-13).

3. In this three-year period, transfers in excess of expectations accounted for 36 percent of the White enrollment decline; 39 percent of Black enrollment decline; and 78 percent of other minority enrollment decline (Table II-13).

4. In terms of the total enrollment decline of 34,184 students from 1978 to 1980:

a) Transfers in excess of expectations to other schools in Cuyahoga County accounted for 19.2 percent (Table II-13).

b) Transfers in excess of expectations to parochial and private schools in Cleveland accounted for 9.5 percent (Table II-13).

Corrected by Errata of 10/13/82.

c) Transfers in excess of expectations to schools outside of Cuyahoga County accounted for 9.2 percent (Table II-13).

5. The remaining 62 percent of the 1978 to 1980 enrollment decline was not attributable to transfers in excess of expectations.

6. In the two desegregation implementation years of 1979 and 1980, the total enrollment decline was 23,909, of which:

a) Transfers in excess of expectations to schools outside of Cuyahoga County accounted for 11.2 percent (Table II-14).

b) Transfers in excess of expectations to other schools in Cuyahoga County accounted for 10.7 percent (Table II-14).

c) Transfers in excess of expectations to parochial and private schools in Cleveland accounted for 6.9 percent (Table II-14).

7. In 1979 and 1980, transfers in excess of statistical expectations accounted for about the same proportion of both White and Black enrollment decline -- 30.8 percent versus 25.4 percent, respectively (Table II-14).

Corrected by Errata of 10/13/82.

8. Transfers in excess of expectations accounted for only 28.8 percent of the total enrollment decline in the desegregation implementation years of 1979 and 1980, leaving 71.2 percent of the enrollment decline to be accounted for by other factors (Table II-14).

9. In terms of the total enrollment decline of 10,274 in the pre-implementation year of 1978,

a) Transfers in excess of expectations to other schools in Cuyahoga County accounted for 39.0 percent (Table II-15).

b) Transfers in excess of expectations to parochial and private schools in Cleveland accounted for 15.6 percent (Table II-15).

c) Transfers in excess of expectations to schools <u>outside</u> of Cuyahoga County accounted for 4.7 percent (Table II-15).

d) Transfers in excess of expectations accounted for 59 percent of the 1978 enrollment decline, leaving the other 41 percent of the enrollment decline to be explained by other factors (Table II-15).

Corrected by Errata of 10/13/82.

K. The rate of transfers out of Cleveland public schools was less than expected in 1981.

1. Based on the average transfer rate from 1975 to 1980, 10,258 transfers would have been expected in 1981 (Table II-16).

2. The actual number through April of the 1981-82 school year (the last available month) was 7,068 transfers, a figure that is 31 percent less than the statistical expectation (Table II-16).

L. First grade enrollments in Cleveland public schools dipped in 1980, but appeared to recover in 1981.

1. Normally, about 65 percent of annual births in Cleveland show up as first-grade enrollments in the Cleveland public schools six years later.

2. First grade enrollment in 1980 was 51.4 percent of all births in Cleveland in 1974, leaving enrollment 1,644 below expectations (Table II-17).[3]

3. First grade enrollment rose in 1981 to 61.2 percent of the births in Cleveland in 1975 (Table II-17).

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[3]Expected first grade enrollment for 1980 was calculated as follows:

$$\frac{\text{Sum of first grade enrollments, 1971-1979}}{\text{Sum of births, 1965-73}} \times \text{Births, 1974}$$

Actual first grade enrollment for 1980 was subtracted from the resulting figure to yield the difference between actual and expected.

M. Enrollment in Catholic parochial schools declined less from 1976 through 1981 than in the previous five-year period.

1. County-wide, Catholic parochial enrollment declined 20.8 percent overall from 1971 to 1981, but only 1.6 percent from 1976 to 1981 (Table II-2).

2. Catholic parochial enrollment in Cleveland declined 2.1 percent between 1976 and 1981 (Table II-2).

3. For Catholic parochial schools in Cleveland, enrollment in grades K-6 with the exception of grade 4, was higher in 1981 than in 1976 (Table II-18). But first grade enrollment in 1980 did not increase from 1979.

N. The city of Cleveland and the Cleveland School System were beset by a series of unfavorable economic and political conditions throughout the late 1970's and early 1980's, the period during which the school system was desegregated. (See Table II-19. The Table should be read from left to right, and from top to bottom. It is in chronological order, with Court events pertaining to the desegregation case in the far left-hand column. Moving to the right across the page are columns for events pertaining to the schools, school enrollment and the city of Cleveland. Each non-court event

is reported in the form of an actual headline from the local newspapers. Since the table is in chronological order, it allows the reader to follow the proximity of the events in relation to each other). Included in these conditions were:

1. Accelerating population decline, loss of business and industry, near depression-level layoffs in the auto industry and high unemployment in general (Table II-19, pp. 1, 3, 15, 16, 22);

2. A recall petition against the Mayor, a police strike, financial default, sharp conflict between the executive and legislative branches of city government, and between the Mayor and the financial community (Table II-19, pp. 7, 8, 10, 11);

3. Serious financial strain in the Cleveland School System, repeated defeats of school levies, shifts and changes in school leadership and administration, failure to meet state minimum standards in the schools, labor difficulties and strikes that forced the schools to close (Table II-19, pp. 4, 5, 7, 8, 9, 10, 11, 13, 14, 15, 16, 17, 18, 19, 21).

O. <u>Nearly 20 percent of the transfers out of Cleveland public schools in 1979 occurred during or immediately after the period of the teacher strike from October 18, to January 4, 1980</u> (Table II-20).

1. Of the total number of transfers out during the school year 1979-80, the following occurred during or immediately following the strike:

a) For Blacks, 1,371 students, or 20.6 percent of Black transfers that year.

b) For Whites, 1,262 students, or 16.1 percent of White transfers that year.

c) For other minorities, 151 students, or 19.8 percent of transfers that year.

III. CONCLUSIONS

A. School desegregation has not caused the enrollment decline in the Cleveland Public School System.

1. Enrollments have declined in public and parochial school systems throughout metropolitan Cleveland, irrespective of desegregation, and in some systems the enrollment decline has exceeded Cleveland's (Findings A:1-3).

2. In Cleveland, the onset of enrollment decline precedes the implementation of desegregation by eleven years (Findings B:1).

3. Blacks and other minorities, as well as Whites, are leaving the system (Findings C:1-3), which means that outward migration is not confined to the population group presumed to be in opposition to desegregation.

B. <u>The major reason for enrollment decline in the Cleveland System is the erosion of school age population caused by overall population loss and a smaller number of annual births (Findings D:1-5).</u>

1. The decline in school enrollment closely parallels the decline in the number of school age children in the population.

a) From 1970 to 1980, school enrollment declined by 46 percent, and the number of school age children declined by 40 percent. The absolute numbers are also nearly identical -- school enrollment down by 69,940, the 5-17 year old population down by 74,590.

2. If the ratio of 5-17 year olds in the population to school enrollment in 1970 is used as a basis for estimating school enrollment in 1980, the predicted 1980 enrollment of 89,890[4] is reasonably close to the actual enrollment of 80,767.

3. First grade enrollments are highly dependent on the number of annual births, with a six-year lag between the year of birth and first-grade enrollment. On the basis of the number of births in Cleveland from 1970 to 1974, there would have been an estimated 43,114 first grade enrollments from 1976 to 1980.[5] This compares quite closely to the actual figure of 41,394.

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[4]Calculated as follows:

$$\frac{\text{5-17 year olds, 1970}}{\text{School enrollment, 1970}} = \frac{\text{5-17 year olds, 1980}}{x}$$

[5]Calculated as follows:

$$\frac{\text{Sum of births, 1965 to 1969}}{\text{Sum of first grade enrollment, 1971 to 1975}} = \frac{\text{Sum of births, 1970 to 1974}}{x}$$

 Corrected by Errata of 9/30/82.

C. The changing racial composition of Cleveland public schools throughout the 1970's reflects the changing racial composition of the city of Cleveland from 1970 to 1980 (Findings E:1).

1. On the basis of the changing racial composition in the city from 1970 to 1980, the predicted racial composition in the schools for 1980 would be 33.6 percent White, and 66.4 percent Black and other minorities.[6] This estimate comes reasonably close to the actual 1980 racial composition in the schools of 27.9 percent White, and 72.1 percent Black and other minorities.

D. A great many transfers from Cleveland public schools took place so far in advance of the implementation of desegregation that they are not likely to have been caused by desegregation.

1. The biggest year for total transfers and for transfers to parochial and private schools was 1977, two full years before the implementation of desegregation (Findings F:1-5). Large scale avoidance of desegregation does not occur this far in advance.[7]

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[6]Estimated enrollments calculated as follows:

$$\frac{\text{White population 1970}}{\text{White school enrollment, 1970}} = \frac{\text{White population, 1980}}{x}$$

$$\frac{\text{Black and other population, 1970}}{\text{Black and other school enrollment, 1970}} = \frac{\text{Black and other population, 1980}}{x}$$

Estimated percentages calculated accordingly:

$$\frac{\text{Estimated White enrollment}}{\text{Estimated Total enrollment}} \qquad \frac{\text{Estimated Black and Other enrollment}}{\text{Estimated Total enrollment}}$$

The numerical estimates are not adjusted for population loss.

[7]Christine H. Rossell, "School Desegregation and Community Social Change", Law and Contemporary Problems, 42:3, Summer 1978, pp.148-57.

E. Most of the transfers that took place during the implementation of desegregation and in the year immediately preceding would have occurred anyway.

1. Of the 41,518 transfers from 1978 through 1980, 28,550 (69 percent) would have been expected to occur based on the average annual transfer rate for the pre-desegregation years of 1968 to 1977 (Findings H:1-2, I:1-2).

2. During the implementation years of 1979 and 1980 (as in ten of the eleven preceding years), the largest number of annual transfers was to schools outside of Cuyahoga County (Findings F:3). Most of these transfers were to schools in communities a considerable distance from Cleveland or completely outside the state of Ohio, strongly indicating that these transfers were the product of family moves based on changing family conditions or employment (Findings F:3).

F. Catholic parochial school enrollment may have been stabilized somewhat by transfers out of Cleveland public schools.

1. However, the number of students was relatively small -- about 3,000 more than expected from 1978 through 1980. In addition, transfer activity in the Cleveland School System has just about returned to pre-desegregation levels, suggesting no further benefit to parochial schools. The 1,644 first-graders "missing" from Cleveland schools in 1980 do not show up in the Catholic school enrollment data for that year.*

*See also OSMCR Report, "Fall 1981 School Opening", Filed November 4, 1981.

G. School desegregation contributed much less to enrollment decline than other factors.

1. If school desegregation is held responsible for all of the transfers from 1978 through 1980 beyond those that would have occurred anyway, then desegregation contributed no more than 38 percent of the total enrollment decline for those years, leaving 62 percent of the enrollment decline to be explained by other factors (Findings J:1-2).

2. If desegregation is held responsible for all the White transfers from 1978 through 1980 beyond the number that would have occurred anyway, then desegregation contributed no more than 36 percent of the White enrollment decline leaving 64 percent of the White enrollment decline to be explained by other factors (Findings J:3).

3. If desegregation is held responsible for all the Black transfers from 1978 through 1980 beyond the number that would have occurred anyway, then desegregation contributed no more than 39 percent of the Black enrollment decline leaving 61 percent of the Black enrollment decline to be explained by other factors (Findings J:3).

4. If school desegregation is held responsible for the entire dropoff in first grade enrollment in 1980, that adds another 1,644 students to the total loss attributable to desegregation, approximately 420 of them White, and the remaining 1,224 Black and other minorities (Findings L:2).

Corrected by Errata of 10/13/82.

H. It is highly unlikely, however, that all of the transfers from 1978 through 1980, beyond those that would have occurred anyway, can be attributed to school desegregation.

1. In 1978, the schools were still segregated. There may have been some transfers to other schools in anticipation of the implementation of desegregation a year later, but previous research indicates that, overall, the "anticipation effect" is small.[8] All studies show that the greatest amount of enrollment decline occurs in the first year of implementation.

2. Close to half of the transfers from 1978 to 1980 were Black. While some Blacks may have transferred to avoid desegregation, it is not plausible that all of them did. Research on school desegregation does not show a sizeable amount of Black avoidance.

3. It is unreasonable to assume that avoidance of school desegregation was the only reason for transferring from Cleveland public schools during the period from 1978 through 1980. Such an assumption is unreasonable because:

a) The schools were widely acknowledged to be in bad shape financially and academically (Findings N:3);

[8] Christine H. Rossell, "School Desegregation and Community Social Change", Law and Contemporary Problems, 42:3, Summer 1978, p. 163.

b) Teacher strikes closed the schools for a prolonged period in 1979 during Phase I of desegregation (Findings N:3). Many transfers could have occurred not because the schools were being desegregated, but because they were closed. In fact, about 1 of every 5 transfers out of the Cleveland Public Schools in 1979 occurred during or immediately following the strike (Findings O:1);

c) Cleveland became the first city since the depression to go into default, and city government was in turmoil (Findings N:2);

d) The Cleveland economy had entered a prolonged slump (Findings N:1).

4. Many of the student transfers to locations outside of Cuyahoga County were the product of moves outside of the state and, in some instances, completely outside of the United States. One might reasonably contend that a move to Medina County was motivated by a desire to avoid desegregation, but not a move to Chicago, Corpus Christi, Los Angeles, Tampa, San Juan or Israel.

I. <u>During the two years of implementation, the contribution of desegregation to enrollment decline in Cleveland public schools is estimated to be 4,834 students, at most, or 20.2 percent of the total enrollment decline of 23,909 students for those years</u>.

1. The estimate includes:

a) The entire 1,644 "missing" first-graders in 1980 (Findings L:2).

b) 1,367 non-strike related transfers to parochial and private schools in Cleveland (Findings J:6c; O:1).

c) 1,532 non-strike related transfers to other schools in Cuyahoga County (Findings J:6b; O:1).

d) An estimated 300 non-strike related transfers to schools in nearby counties such as Lake, Medina and Lorain (Findings J:6a; O:1).

2. The actual contribution is likely to be less because this estimate concedes as a desegregation effect some transfers that probably were <u>not</u> related to desegregation. The estimate concedes as a desegregation effect <u>all</u> of the transfers by Blacks and other minority students, <u>all</u> of the "missing" first-graders, and <u>all</u> transfers to school systems in adjacent or nearby counties. Therefore, any error in this estimate is on the side of attributing to desegregation a greater effect on enrollment decline than it actually may have had.

TABLE I-1

VARIOUS REPORTS ON ENROLLMENT IN THE CLEVELAND PUBLIC SCHOOLS

School Year	(1) OCCD-1	(2) SF-2	(3) Department of Research and Evaluation November 1981	(4) State Financial Administrator	(5) Office for Civil Rights
1970			152,727[b]		153,619
1971	147,367		148,854[b]		
1972	144,520	141,168	145,196[b]		145,196
1973	138,454	135,941	137,572		
1974	131,812	130,536	132,029		132,029
1975	128,127	126,472	128,154		
1976	122,727	121,329	122,706		119,520
1977	114,979[a]	114,634	113,644		
1978	104,676[a]	102,642	102,627		102,627
1979	92,558	92,162	91,700		
1980	80,767	82,054	80,074		80,074
1981	75,825	77,706	80,211	77,706[c]	

Sources:
1. Ohio Department of Education, Division of Computer Services, Statistical Reports - School Years 1970-71 to 1981-82.
2. "A School System in Distress: A Financial Crisis Repeated: The Cleveland City Schools in 1981". Prepared for Citizens' Council for Ohio Schools by Michael J. Hoffmann, June 10, 1981.
3. "Racial/Ethnic Characteristics of Pupils in Cleveland Public Schools", Department of Research and Evaluation, November 1981.
4. Memorandum from David K. McClurkin, Financial Administrator, to Peter P. Carlin, November 24, 1981.
5. U.S. Department of Health, Education and Welfare/Office for Civil Rights, Elementary and Secondary School Civil Rights Surveys, 1970, 1972, 1974, 1976, 1978, and 1980.

Notes:
a. Unedited enrollment reports for these years contain different enrollment figures: for 1977, an enrollment of 117,501; for 1978, an enrollment of 104,488.
b. The Proposed Desegregation Plan, Cleveland Board of Education, submitted January 18, 1977, contained different enrollments for these years: for 1970, an enrollment of 150,707; for 1971, an enrollment of 146,048; for 1972 an enrollment of 142,404.
c. The Periodic Status Reports, Bd. of Education, Cleve. City School Dist., "Enrollment Projections, Annual Report - 1981", Filed December 30, 1981, reported an enrollment figure of 80,133.

TABLE II-1

ENROLLMENT CHANGE IN CUYAHOGA COUNTY PUBLIC SCHOOL DISTRICTS, 1969 to 1979

	Percent Change		Percent Change
Fairview Park	-42	Cuyahoga Heights	-24
Euclid	-41	Brecks./Broadview Hts.	-24
Garfield Heights	-41	Shaker Heights	-21
Maple Heights	-41	Richmond Heights	-21
South Euclid/Lyndhurst	-39	Lakewood	-19
Cleveland	-38	Bay Village	-19
Brooklyn	-36	Orange	-19
Beachwood	-36	North Olmsted	-14
Rocky River	-35	Olmsted Falls	-12
Independence	-32	Westlake	-9
Parma	-32	North Royalton	-9
Berea	-29	Warrensville Heights	-2
Bedford	-29	Solon	+3
Mayfield	-28	East Cleveland	+14
Cleveland Hts./University Hts.	-27	Strongsville	+42
Chagrin Falls	-26	County Average	-31

Source: Governmental Research Institute

TABLE II-2

ENROLLMENT IN CATHOLIC PAROCHIAL SCHOOLS

1971 TO 1981

School Year	Schools in Cuyahoga County (including Cleveland)*	Schools in Cleveland*
1971	73,137	
1972	66,716	
1973	62,182	
1974	60,007	
1975	58,485	22,969
1976	58,897	22,246
1977	58,619	21,773
1978	58,770	21,623
1979	57,976	21,416
1980	58,404	21,822
1981	57,954	21,778
Change	-20.8%	-5.2%

Source: Board of Catholic Education, Diocese of Cleveland, Enrollment Statistics from October 1971 to October 1981.

Note: OSMCR Calculations

*Not including "pre-school" and "special" students in elementary schools, and "Special/non-graded" in high schools and academics.

TABLE II-3

ENROLLMENT IN CLEVELAND PUBLIC SCHOOLS
1967 TO 1981

School Year	Enrollment	Change	
		Number	Percent
1967-68	153,253		
1968-69	152,383	-870	-0.6
1969-70	150,404	-1,979	-1.3
1970-71	150,707	+303	——
1971-72	147,367	-3,340	-2.2
1972-73	144,520	-2,847	-2.0
1973-74	138,454	-6,066	-4.2
1974-75	131,812	-6,642	-4.8
1975-76	128,127	-3,685	-2.8
1976-77	122,727	-5,400	-4.3
1977-78	114,979	-7,748	-6.4
1978-79	104,676	-10,303	-9.0
1979-80	92,558	-12,118	-11.6
1980-81	80,767	-11,791	-12.8
1981-82	75,825	-4,942	-6.1
Totals		-77,428	-50.5

Sources: 1967-68 to 1969-70 - Ohio Department of Education, Division of School Finance, Report of Certified Average Daily Membership (SF-2);

1970-71 - Cleveland Board of Education, Proposed Desegregation Plan, January 18, 1977;

1971-72 to 1981-82 - Ohio Department of Education, Division of Computer Services, Statistical Reports: OCCD-1.

Note: OSMCR Calculations

TABLE II-4

ENROLLMENT BY RACE IN CLEVELAND PUBLIC SCHOOLS FROM 1970 TO 1981

School Year	Black Enrollment		Change		White Enrollment		Change		Other Minorities*		Change	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1970-71	86,371	57.3	———	——	61,340	40.7	———	——	2,996	2.0	——	———
1971-72	83,926	57.0	-2,445	-2.9	60,100	40.8	-1,240	-2.0	3,341	2.2	+345	+11.5
1972-73	82,562	57.1	-1,364	-1.7	58,548	40.5	-1,552	-2.6	3,410	2.4	+69	+2.1
1973-74	79,170	57.2	-3,392	-4.1	55,445	40.0	-3,103	-5.3	3,839	2.8	+429	+12.6
1974-75	75,978	57.6	-3,192	-4.0	51,500	39.1	-3,945	-7.1	4,334	3.3	+495	+13.0
1975-76	73,547	57.3	-2,431	-3.2	50,192	39.2	-1,308	-2.6	4,388	3.5	+54	+1.2
1976-77	71,746	58.5	-1,801	-2.5	46,448	37.8	-3,744	-7.5	4,533	3.7	+145	+3.3
1977-78	69,081	60.0	-2,665	-3.8	41,416	36.0	-5,032	-10.9	4,452	4.0	-81	-1.8
1978-79	66,380	63.4	-2,701	-4.0	33,964	32.4	-7,452	-18.0	4,331	4.2	-121	-2.7
1979-80	59,607	64.4	-6,773	-10.2	29,034	31.4	-4,930	-14.5	3,917	4.2	-414	-9.6
1980-81	54,445	67.5	-5,162	-8.7	22,543	27.9	-6,491	-22.4	3,779	4.6	-138	-3.6
1981-82	52,535	69.3	-1,910	-3.5	19,440	25.6	-3,103	-13.8	3,850	5.1	+71	+1.8
TOTAL			-33,836	-39.2%			-41,900	-68.3%			+854	+28.5

Source: Ohio Department of Education, Division of Computer Services, Statistical Reports: OCCD-1.

Note: OSMCR Calculations

*American Indian, Asian and Hispanics.

TABLE II-5

5-17 YEAR OLD POPULATION AND PUBLIC SCHOOL ENROLLMENT, CLEVELAND, 1970 AND 1980

Year	5-17 Year Olds	Change Number	Change Percent	School Enrollment	Change Number	Change Percent
1970	184,840			150,707		
1980	110,250	-74,590	-40.4	80,767	-69,940	-46.4

Sources: Northern Ohio Data and Information Service (NODIS), Cleveland State University, 1970 and 1980 Census Data.

Ohio Department of Education, Division of Computer Services, Status Reports: OCCD-1.

Note: OSMCR Calculations

TABLE II-6

POPULATION CHANGE, CLEVELAND, 1910 TO 1980

Year	Population	Change	
		Number	Percent
1910	573,214		
1920	806,368	+233,154	+40.7
1930	902,471	+96,103	+11.9
1940	878,336	-24,135	-2.7
1950	914,808	+36,472	+4.2
1960	876,050	-38,758	-4.2
1970	750,903	-125,147	-14.3
1980	573,822	-177,021	-23.6

Source: Cleveland City Planning Commission,

Note: OSMCR Calculations

TABLE II-7

POPULATION CHANGE IN CLEVELAND BY RACIAL GROUP, 1940 TO 1980*

	White Population		Change		Black and Other		Change		
Year	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Total population
1940	793,417	90.3	———	——	84,919	9.7	———	——	878,336
1950	765,261	83.7	-28,156	-3.6	149,547	16.3	+64,628	+76.1	914,808
1960	622,942	71.1	-142,319	-18.6	253,108	28.9	+103,561	+69.2	876,050
1970	458,084	61.0	-164,858	-26.5	292,819	39.0	+39,711	+15.7	750,903
1980	307,264	53.5	-150,820	-33.0	266,558	46.5	-26,261	-9.0	573,822
Total			-486,153	-81.7			+181,639	+152.0	

Source: Cleveland City Planning Commission.

Note: OSMCR Calculations

*Prior to 1980, Hispanic Americans were included in the "White" category. In 1980, Hispanics were included in either "White" and "Other" categories depending on their own answer to the racial/ethnic question on the census form.

TABLE II-8

CLEVELAND RESIDENT BIRTH AND DEATH STATISTICS, 1956-1980

YEAR	BIRTHS WHITE	BIRTHS NON-WHITE*	BIRTHS TOTAL	BIRTH RATES WHITE	BIRTH RATES NON-WHITE	BIRTH RATES TOTAL
1956	17,248	7,574	24,822	22.5	50.6	27.1
1957	14,895	7,791	22,686	19.5	52.1	24.8
1958	15,742	7,886	23,628	20.6	52.7	25.8
1959	14,546	7,927	22,473	19.0	53.0	24.6
1960	14,342	7,682	22,024	23.0	30.3	25.1
1961	13,853	7,821	21,674	22.2	30.9	24.7
1962	12,746	7,366	20,112	20.5	29.1	23.0
1963	12,276	7,018	19,294	19.7	27.7	22.0
1964	11,833	6,933	18,766	18.8	27.3	21.3
1965	10,843	6,324	17,167	20.4	22.5	21.2
1966	10,309	6,196	16,505	19.4	22.2	20.4
1967	9,526	6,015	15,541	17.9	21.6	19.2
1968	8,988	6,185	15,173	16.9	22.1	18.7
1969	8,939	6,432	15,371	16.8	23.0	19.0
1970	8,653	7,026	15,679	18.9	24.0	20.9
1971	7,837	6,845	14,682	17.1	23.4	19.6
1972	6,520	6,021	12,541	14.2	20.6	16.7
1973	5,760	5,269	11,029	12.6	18.0	14.7
1974	5,691	4,888	10,579	12.4	16.7	14.1
1975	5,587	5,092	10,679	12.2	17.4	14.2
1976	5,325	4,944	10,269	11.6	16.9	13.7
1977	5,369	4,949	10,318	11.7	16.9	13.7
1978	5,288	5,219	10,506	11.5	17.8	14.0
1979	5,316	5,348	10,664	11.6	18.3	14.2
1980	5,280	5,448	10,728	11.5	18.6	14.3

Source: Cleveland Health Department, Annual Reports.

*Non-White category includes Blacks, Native Americans, Asians and may include Hispanics depending on self designation.

TABLE II-9

TRANSFERS OUT OF CLEVELAND PUBLIC SCHOOLS, 1968 THROUGH 1980

Year	Number	% of Enrollment	To Private and Parochial Schools in Cleveland		To Other Schools in Cuyahoga County		To Schools Outside Cuyahoga County	
			Number	% of all Transfers	Number	% of all Transfers	Number	% of all Transfers
1968	15,238	9.99	3,320	21.78	4,115	27.00	7,803	51.20
1969	12,222	8.12	1,875	15.34	3,100	25.36	7,257	59.29
1970	12,370	8.20	1,930	15.60	2,915	23.56	7,525	60.83
1971	13,396	9.09	2,347	17.52	3,588	26.78	7,461	55.69
1972	12,860	8.89	2,091	16.25	3,706	28.81	7,063	54.92
1973	13,480	9.73	2,334	17.31	3,984	29.55	7,162	53.13
1974	13,196	10.01	2,302	17.44	3,693	27.98	7,201	54.56
1975	13,054	10.18	2,386	18.27	3,653	27.98	7,015	53.73
1976	14,385	11.72	2,839	19.73	3,967	27.57	7,579	52.68
1977	18,145	15.78	4,097	22.57	5.447	30.01	8,601	47.40
1978	16,574	15.83	3,534	21.32	6,901	41.63	6,139	37.02
1979	15,276	16.50	2,912	19.06	5,072	33.20	7,292	47.73
1980	9,668	11.97	2,121	21.93	2,746	28.40	4,801	49.65

Source: Cleveland Board of Education, Division of Research and Development, Pupil Mobility Reports, 1968-75, Withdrawal Data, 1976-1980.

Note: OSMCR Calculations

TABLE II-10

TRANSFERS OUT OF CLEVELAND PUBLIC SCHOOLS BY RACE AND DESTINATION, 1976 THROUGH 1980

Year	Total			To Parochial and Private Schools in Cleveland			To Other Schools in Cuyahoga County			To Schools Outside Cuyahoga County		
	Black	White	Other*	Black	White	Other	Black	White	Other	Black	White	Other
1976	5,194	7,962	1,229	666	1,958	215	2,145	1,709	113	2,383	4,295	901
1977	6,439	10,833	873	884	3,031	182	2,714	2,604	129	2,841	5,198	562
1978	6,464	9,200	910	1,021	2,378	135	3,619	3,141	141	1,824	3,681	634
1979	6,662	7,851	763	1,016	1,779	117	2,826	2,174	72	2,820	3,898	574
1980	4,081	4,892	699	731	1,284	106	1,538	1,142	66	1,812	2,466	527
Totals	28,840	40,738	4,474	4,318	10,430	755	12,842	10,770	521	11,680	19,538	3,198
Percent	39.0	55.0	6.0	27.9	67.3	4.9	53.2	44.6	2.2	33.9	56.8	9.3

Source: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1976-1980.

Note: OSMCR Calculations

*Includes American Indian, Asian, Hispanic and Others.

TABLE II-11

EXPECTED AND ACTUAL TRANSFERS OUT OF CLEVELAND PUBLIC SCHOOLS, 1979 AND 1980

	Total			To Parochial and Private Schools in Cleveland			To Other Schools in Cuyahoga County			To Schools Outside Cuyahoga County		
Year	Expected	Actual	Difference	Expected	Actual	Difference	Expected	Actual	Difference	Expected	Actual	Difference
1979	9,648	15,276	+5,628 (+58.3%)	1,810	2,912	+1,102 (+60.9%)	2,807	5,072	+2,265 (+80.7%)	5,032	7,292	+2,260 (+44.9%)
1980	8,419	9,668	+1,249 (+14.8%)	1,579	2,121	+542 (+34.3%)	2,449	2,746	+297 (+12.1%)	4,391	4,801	+410 (+9.3%)
	18,067	24,944	+6,877 (+38.1%)	3,389	5,033	+1,644 (+48.5%)	5,256	7,818	+2,562 (+48.7%)	9,423	12,093	+2,670 (+28.3%)

Source: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1979 and 1980.

Note: OSMCR Calculations. Expected frequencies for each year calculated as follows:

$$\frac{\text{Sum of transfers, 1968-78}}{\text{Sum of enrollments, 1968-78}} \times \text{Enrollment;} \qquad \frac{\text{Sum of parochial/private transfers, 1968-78}}{\text{Sum of enrollments, 1968-78}} \times \text{Enrollment;}$$

$$\frac{\text{Sum of Cuyahoga County transfers, 1968-78}}{\text{Sum of enrollments, 1968-78}} \times \text{Enrollment;} \qquad \frac{\text{Sum of transfers outside Cuyahoga County, 1968-78}}{\text{Sum of enrollments, 1968-78}} \times \text{Enrollment}$$

TABLE II-12

EXPECTED AND ACTUAL TRANSFERS OUT OF CLEVELAND PUBLIC SCHOOLS, 1978

Total			To Parochial and Private Schools in Cleveland			To Other Schools in Cuyahoga County			To Schools Outside Cuyahoga County		
Expected	Actual	Difference	Expected	Actual	Difference	Expected	Actual	Difference	Expected	Actual	Difference
10,483	16,574	+6,091 (58%)	1,934	3,534	+1,600 (+82.7%)	2,892	6,901	+4,009 (+138.6%)	5,657	6,139	+482 (+8.5%)

Source: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1978 to 1979.

Note: OSMCR Calculations. Expected frequencies calculated as follows:

$$\frac{\text{Sum of transfers, 1968-77}}{\text{Sum of enrollments, 1968-77}} \times \text{Enrollment, 1978;}$$

$$\frac{\text{Sum of parochial/private transfers, 1968-77}}{\text{Sum of enrollments, 1968-77}} \times \text{Enrollment, 1978;}$$

$$\frac{\text{Sum of Cuyahoga County transfers, 1968-77}}{\text{Sum of enrollments, 1968-77}} \times \text{Enrollment, 1978;}$$

$$\frac{\text{Sum of transfers outside Cuyahoga County}}{\text{Sum of enrollments, 1968-77}} \times \text{Enrollment, 1978}$$

TABLE II-13

ENROLLMENT DECLINE, 1978 THROUGH 1980, AND TRANSFERS IN EXCESS OF EXPECTATIONS, BY RACE AND DESTINATION

Race	Enrollment Decline		Excess Transfers				To Parochial/ Private Schools in Cleveland		To Other Schools in Cuyahoga County		To Schools Outside Cuyahoga County	
	Number	% of Enrollment Decline	Number	% of Enrollment Decline	% of Transfers		Number	% of Enrollment Decline	Number	% of Enrollment Decline	Number	% of Enrollment Decline
White	18,875	(55.2%)	6,705	(35.5%)	(51.7%)		2,078	(11.0%)	2,920	(15.4%)	1,707	(9.0%)
						% of Excess	(31.0%)		(43.5%)		(25.5%)	
Black	14,636	(42.8%)	5,736	(39.2%)	(44.2%)		1,034	(7.1%)	3,530	(24.1%)	1,172	(8.0%)
						% of Excess	(18.0%)		(61.5%)		(20.4%)	
Other	673	(2.0%)	526	(78.2%)	(4.1%)		132	(19.6%)	121	(17.9%)	273	(40.1%)
						% of Excess	(25.19%)		(23.0%)		(51.9%)	
Total	34,184		12,967	(37.9%)			3,244	(9.5%)	6,571	(19.2%)	3,152	(9.2%)
						% of Excess	(25.0%)		(50.7%)		(24.3%)	

Sources: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1978-80.

Ohio Department of Education, Division of Computer Services, Statistical Reports: OCCD-1, 1978-80.

Note: OSMCR Calculations

Corrected by Errata of 10/13/82.

TABLE II-14

ENROLLMENT DECLINE, 1979 AND 1980, AND TRANSFERS IN EXCESS OF EXPECTATIONS, BY RACE AND DESTINATION

Race	Total Enrollment Decline 1979 and 1980	Total Excess Transfers		To Parochial/ Private Schools in Cleveland		To Other Schools in Cuyahoga County		To Schools Outside Cuyahoga County	
		Number	% of Enrollment Decline	Number	% of Enrollment Decline	Number	% of Enrollment Decline	Number	% of Enrollment Decline
White	11,421	3514	(30.8%)	1001	(8.8%)	1095	(9.6%)	1418	(12.4%)
Black	11,935	3029	(25.4%)	572	(4.8%)	1428	(12.0%)	1029	(8.6%)
Other	553	333	(60.2%)	71	(12.8%)	39	(7.1%)	223	(40.3%)
Total	23,909	6876	(28.8%)	1644	(6.9%)	2562	(10.7%)	2670	(11.2%)

Sources: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1979 and 1980.

Ohio Department of Education, Division of Computer Services, Statistical Reports: OCCD-1, 1979 and 1980.

Note: OSMCR Calculations. Transfer frequencies for each group calculated as follows:

$$\frac{\text{Number of transfers by category by group}}{\text{All transfers by category}} \times \text{Difference between actual and expected frequencies for each category}$$

TABLE II-14a

TRANSFERS ABOVE EXPECTATIONS, 1979 AND 1980, BY RACE AND DESTINATION

Year	Total Black	Total White	Total Other	To Parochial and Private Schools in Cleveland Black	To Parochial and Private Schools in Cleveland White	To Parochial and Private Schools in Cleveland Other	To Other Schools in Cuyahoga County Black	To Other Schools in Cuyahoga County White	To Other Schools in Cuyahoga County Other	To Schools Outside Cuyahoga County Black	To Schools Outside Cuyahoga County White	To Schools Outside Cuyahoga County Other
1979	2,521	2,852	254	385	673	44	1,262	971	32	874	1,208	178
1980	508	662	79	187	328	27	166	124	7	155	210	45
Total	3,029	3,514	333	572	1,001	71	1,428	1,095	39	1,029	1,418	223

Source: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1979 to 1981.

Note: OSMCR Calculations

TABLE II-15

ENROLLMENT DECLINE, 1978, AND TRANSFERS IN EXCESS OF EXPECTATIONS, BY RACE AND DESTINATION

Race	Enrollment Decline	Excess Transfers		To Parochial/ Private Schools in Cleveland		To Other Schools in Cuyahoga County		To Schools Outside Cuyahoga County	
		Number	% of Enrollment Decline	Number	% of Enrollment Decline	Number	% of Enrollment Decline	Number	% of Enrollment Decline
White	7,452	3,191	(42.8%)	1,077	(14.5%)	1,825	(24.5%)	289	(3.9%)
Black	2,701	2,707	(100%)	462	(17.1%)	2,102	(77.8%)	143	(5.3%)
Other	121	193	(159.5%)	61	(50.4%)	82	(67.8%)	50	(41.3%)
Total	10,274	6,091	(59.2%)	1,600	(15.6%)	4,009	(39.0%)	482	(4.7%)

Sources: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1978.
Ohio Department of Education, Division of Computer Services. Statistical Reports: OCCD-1, 1978

Note: OSMCR Calculations, See Table II-13 for method of calculations.

Corrected by Errata of 10/13/82.

TABLE II-16

EXPECTED v. ACTUAL TRANSFERS, CLEVELAND PUBLIC SCHOOLS, 1981-82*

Expected Transfers	Actual Transfers	Difference
10,258	7,068	-3,190 (-31.1%)

*Through 04/30/82

Source: Cleveland Board of Education, Department of Research and Development, Withdrawal Report, 1981-82.

Note: OSMCR Calculations. Expected transfers based on average for 1975-80. Calculated as follows:

$$\frac{\text{Sum of all transfers, 1975-80}}{\text{Sum of enrollments, 1975-80}} \times \text{Enrollment, 1981}$$

TABLE II-17

BIRTHS IN CLEVELAND, 1965 TO 1975, AND FIRST GRADE ENROLLMENT, 1971 TO 1981

Year	Births	Percent Change	Year	First Grade Enrollment	Percent Change	First Grade Enrollment as Percent of Births
1965	17,167		1971	12,000		69.9
1966	16,505	-3.9	1972	11,152	-7.1	67.6
1967	15,541	-5.8	1973	10,045	-9.1	64.6
1968	15,173	-2.4	1974	10,138	+0.9	66.8
1969	15,371	+1.3	1975	9,970	-1.7	64.9
1970	15,679	+2.0	1976	10,322	+3.5	65.8
1971	14,682	-6.4	1977	9,805	-5.0	66.8
1972	12,541	-14.6	1978	8,679	-11.5	69.2
1973	11,029	-12.1	1979	7,155	-17.6	64.9
1974	10,579	-4.1	1980	5,433	-24.1	51.4
1975	10,679	+0.9	1981	6,534	+20.3	61.2

Sources: Ohio Department of Education, Division of Computer Services, Statistical Reports: OCCD-1, 1971-81.

Cleveland Health Department, Birth and Death Statistics

Note: OSMCR Calculations

TABLE II-18

ENROLLMENT IN CLEVELAND CATHOLIC SCHOOLS BY GRADE FROM 1976 THROUGH 1981

School Year	Number Enrolled	K	1	2	3	4	5	6	7	8	9	10	11	12
1976	22,246	1,351	1,899	1,737	1,654	1,849	1,668	1,732	1,874	1,874	1,768	1,661	1,593	1,586
1977	21,773	1,382	2,005	1,796	1,709	1,628	1,667	1,673	1,855	1,766	1,670	1,603	1,519	1,500
Change	-473	31	106	59	55	-221	-1	-59	-19	-108	-98	-58	-74	-86
%	-2%	2	6	3	3	-12	-0.1	-3	-1	-6	-6	-3	-5	-5
1978	21,623	1,438	2,009	1,919	1,848	1,714	1,638	1,711	1,759	1,740	1,652	1,518	1,329	1,348
Change	-150	56	4	123	139	86	-29	38	-96	-26	-18	-85	-190	-152
%	-1%	4	0.2	7	8	5	-2	2	-5	-1	-1	-5	-13	-10
1979	21,416	1,418	1,954	1,892	1,868	1,886	1,700	1,671	1,745	1,672	1,609	1,494	1,314	1,193
Change	-207	-20	-55	-27	20	172	62	-40	-14	-68	-43	-24	-15	-155
%	-1%	-1	-3	1	1	10	4	-2	-1	-4	-3	-2	-1	-11
1980	21,822	1,558	1,933	1,916	1,841	1,885	1,869	1,677	1,700	1,689	1,605	1,532	1,367	1,250
Change	+406	140	-21	24	-27	-1	169	6	-45	17	-4	38	53	57
%	+2%	1	-1	1	-1	-0.1	10	0.4	-3	1	-0.2	3	4	5
1981	21,774	1,541	2,019	1,859	1,862	1,812	1,842	1,834	1,650	1,620	1,523	1,478	1,427	1,307
Change	-48	-17	86	-57	21	-73	-27	157	-50	-69	-82	-54	60	57
%	-0.2%	-1	4	3	1	-4	-1	10	-3	-4	-5	-4	4	5

Source: Board of Catholic Education, Diocese of Cleveland, October Enrollment Statistics.

Note: OSMCR Calculations

TABLE II-19

THE SCHOOL CASE IN CONTEXT

CHRONOLOGICAL MAP OF COURT AND NON-COURT EVENTS, 1975-1981

COURT EVENTS		EVENTS OUTSIDE THE COURT*					
		SCHOOL SYSTEM		ENROLLMENT ISSUES		CITY ISSUES	
11-24-75	Reed v. Rhodes trial begins before Chief Judge Frank J. Battisti.						
		1-9-76	(PD) Pinkney re-elected (CPS Board) President.				
		1-29-76	(CP) Pinkney says Black schools better than busing.				
		1-29-76	(PD) Pinkney says would not want daughter bused.				
		2-22-76	(PD) (Superintendent) Briggs urges central schools - not busing.				
3-19-76	Trial concludes.					4-13-76	(CP) (County Commissioner) Pokorny guilty of misconduct in office.
				5-12-76	(PD) ED - may be early to blame low enrollment on suit.		
				5-13-76	(CP) Elementary schools fear withdrawal due to suit.	5-13-76	(CP) 1 in 3 Clevelanders jobless in 1975.
				5-14-76	(PD) ED - Cleveland enrollment drop reflects busing fears		
		8-7-76	(PD) Theobald retires as Deputy Superintendent.			8-4-76	(CP) I-90 to open this fall.
8-31-76	Liability Opinion is issued. State and local defendants are held liable for policies that intentionally create and/or maintained a segregated system.					8-18-76	(PD) Survey shows suburbs get higher rating than city.

(PD) = Plain Dealer
(CP) = Cleveland Press
ED = Editorial
Ser = Series
( ) = OSHCR clarifying words

*Entries in these three columns are newspaper headlines, except where modifications are noted.

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COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
9-14-76 The Court appoints attorney Daniel R. McCarthy as Special Master to assist the Court in the desegregation process.		9-9-76 (PD) Enrollment down 8500.	
	9-18-76 (PD) Briggs tells appeals court busing would cost $45 million.		
	9-22-76 (CP) Briggs warns of mass busing.		
	9-28-76 (CP) Schools say busing to cost $75 million per year.		
		10-3-76 (PD) Enrollment down 5000 but loss smaller than feared.	
		11-11-76 (PD) Increased (Catholic) enrollment first time in five years.	
12-7-76 The Court issues guidelines and instructions for desegregation planning in Cleveland, specifically requiring that desegregation begin by September 1977.			12-1-76 (PD) Study says Cleveland heading toward financial woes.
	1-14-77 (CP) Pinkney and Gallagher named Board President and Vice President		
	1-19-77 (PD) Black substitute teacher sues Board.		
2-10-77 The Court rejects the proposed desegregation plan submitted by the Board January 19, 1977, and orders submission of a new plan by February 25.			

COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
	2-11-77 (CP) $280,000 food service contract blocked.		
		2-21-77 (CP) Catholic schools get few transfer requests.	
2-25-77 The Board submits its second proposed plan.			
	3-11-77 (CP) Approves four 1-bid food service contracts.		
			4-3-77 (PD) Cleveland population decline discussed.
4-1-77 The Court enjoins the Board from closing any schools without prior approval.			4-14-77 (CP) Cleveland's population falls to 638,793 - now ranked 18th in U.S.
5-13-77 The Board submits a third desegregation plan.			5-29-77 (PD) (Cleveland) Must make effort to retain and attract business.
6-3-77 The Court orders the desegregation of administrative, instructional, clerical, and custodial staff. Defendants must submit a plan by July 15. (Faculty and staff desegregated, September 1977.)			
		6-16-77 (PD) Enrollment may dip 14,000 by fall.	
7-20-77 The Sixth Circuit Court of Appeals ("Sixth Circuit") remands the Cleveland liability finding to the District Court for clarification in light of the U. S. Supreme Court ruling in the Dayton desegregation case.			

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
		8-1-77 (PD) Inflation costs curb White flight in open housing.	
	8-28-77 (PD) No place for a child, Briggs says of Addison.		
	9-6-77 (CP) Bomb rocks Whitney Young (Junior High).		
	9-7-77 (CP) Teachers reject pay offer.		9-5-77 (CP) Cleveland losing people faster than other cities.
		9-9-77 (CP) Enrollment shows 20,000 missing.	
		9-16-77 (PD) Cleveland schools lost 13,000 pupils in last year.	
		9-21-77 (PD) Report shows 10,000 less pupils.	
	10-9-77 (PD) Financial crisis in schools bigger than integration.		
	10-13-77 (PD) School custodians agree to work without pay.		
	10-14-77 (CP) Teachers give Cleveland schools one week without pay.		
10-27-77 The Special Master issues a comprehensive desegregation plan which proposes pupil reassignments, extra educational programs, school financing solutions, safety measures, and community preparedness for school desegregation. He recommends that implementation begin in September 1978.			

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COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
	11-5-77 (CP) School food facts report shows single bids prevail.	11-1-77 (CP) Desegregation minor factor in student loss.	
	11-22-77 (PD) Pay delay forced on city teachers.	11-13-77 (PD) Schools project enrollment drop for 3 years.	11-19-77 (CP) New (Mayoral) administration called brash.
	11-23-77 (CP) Cleveland teachers vote on no pay, no work.		11-20-77 (PD) (Mayor) Kucinich win gives Democrats more trouble.
	11-26-77 (CP) Cleveland school officials hope teachers show up despite no pay.		
	12-1-77 (PD) Schools will be open; stay home, Cleveland Teachers Union tells teachers.		
	12-7-77 (PD) Legislature bails out schools; teachers to be paid.		
12-21-77 The Court orders the establishment of a Department of Desegregation Implementation ("DDI"), and the appointment of a Deputy Superintendent for DDI who is responsible only to the Court.	12-8-77 (CP) Schools back to normal - teachers receive paychecks.		

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
2-6-78 The Remand Opinion (liability) and the Remedial Order (plan) are issued by the Court. The Remand Opinion again finds both the Cleveland and State Boards of Education liable for intentionally segregating students in violation of the Fourteenth Amendment. Over 200 specific violations by local defendants are cited. The Remedial Order adopts a plan which institutes (1) comprehensive and systemwide reassignment and transportation of students within seven regions; (2) educational programs to correct the effects of prior segregated schooling; and (3) safety and security plans. The Court notes that the defendants have failed to suggest names for appointment of Deputy Superintendent, DDI; the Court is thus forced to appoint a Deputy Superintendent without their recommendations.	1-6-78 (PD) Businesses pledge early taxes for school payroll. 1-7-78 (PD) Early tax receipts let city schools pay teachers on time. 1-12-78 (CP) (Judge) Battisti threatens Board with contempt for defiance. 1-13-78 (PD) Pinkney re-elected, challenger rebuffed.		1-14-78 (CP) 7 admit receiving carnival cash from (Councilman) Forbes. 1-20-78 (PD) Carnival caper erodes confidence in government - ED.

COURT EVENTS		EVENTS OUTSIDE THE COURT				
		SCHOOL SYSTEM		ENROLLMENT ISSUES		CITY ISSUES
		2-9-78	(PD) Pinkney vows full effort.			
		2-10-78	(CP) Schools move to block busing.	2-10-78	(PD) Statistics show enrollment decline.	
				2-22-78	(CP) Exodus from Cleveland schools examined (Ser).	
3-7-78	The Court appoints Dr. Charles Leftwich Deputy Superintendent for Desegregation Implementation.					
		3-8-78	(CP) Battisti orders School Board to appoint Leftwich (Deputy Superintendent, Department of Desegregation Implementation).			
						3-21-78 (PD) Cleveland in top 10 ranking as worst off.
		3-24-78	(PD) School employees told payday will be payless, again.			3-23-78 (PD) Kucinich tells Police Chief Mongisto to resign.
		4-7-78	(PD) Voters reject city school levy.			4-5-78 (CP) Oust Kucinich group hopeful.
		4-14-78	(CP) State bails schools out - crisis over until fall.			
		4-28-78	(CP) Briggs finally convinces Board to let him leave.			
		5-3-78	(PD) (U.S. Representative) Mottl asks legislature to deny funds for busing.			
5-4-78	The Court establishes an Office on School Monitoring and Community Relations ("OSMCR"), and appoints Leonard B. Stevens as its Director.					

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
	5-5-78 (PD) Battisti orders monitor staff to aid desegregation. 5-8-78 (CP) School bus drivers vote to strike. 5-9-78 (CP) Strike looms over teachers' summer pay. 5-12-78 (PD) Board picks Carlin to succeed Briggs. 5-31-78 (CP) School bus drivers go on strike here. 6-5-78 (CP) 60 school bus drivers return. 6-7-78 (PD) City school levy defeated soundly. 6-18-78 (PD) City teachers okay September strike.		5-6-78 (CP) Cleveland ranks high in losing population
6-16-78 The Special Master submits and the Court approves a final reassignment plan for desegregation of the Cleveland Public Schools. The plan assumes the closing of 36 schools.		6-21-78 (PD) Families flee to west side as busing looms. 6-21-78 (CP) Few sell homes to flee desegregation.	7-11-78 (PD) Kucinich, cabinet walk out on council. 7-14-78 (CP) Police strike was well orchestrated.

COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
	8-8-78 (CP) City's schools in state of chaos.		8-1-78 (CP) Kucinich depicts business as enemy.
	8-16-78 (PD) Leftwich prepares to resign.		
	8-17-78 (PD) Pinkney resigns, school opening September 7 - busing plan ok'd.		
8-31-78 DDI and the Board submit a school closing and student reassignment plan.	8-31-78 (PD) School employees prepare for strike.		
	9-3-78 (PD) (Private citizens) Lippetts say daughters will attend private schools.		
9-8-78 The Court approves the August 31 submission of the Board and DDI, formally approving the closing of 19 schools.			
	9-11-78 (CP) Schools are declared open, but few attend.		
	9-13-78 (PD) No school again today, officials expect long strike.		
	9-26-78 (PD) Gallagher sees two more weeks of school strike.		
9-28-78 The Board submits a new school closings plan, maintaining that the teacher strike prevented successful implementation of the August 31 plan. The new plan calls for the closing of 26 schools.			

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COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
10-16-78 The Court accepts the September 28 school closings plan.	10-13-78 (PD) School workers okay pact.		10-17-78 (PD) City Hall turns away aid offers of business community.
11-1-78 The Board files a plan for desegregation of most junior high schools in February 1979.			10-28-78 (PD) Forbes, 5 more in Council indicted in carnival probe.
	11-4-78 (PD) Leftwich leaves job, stays in town.		11-2-78 (CP) Payless paydays, debt default looms in city.
11-10-78 The Court accepts the Board's junior high school desegregation plan.	11-8-78 (CP) Cleveland school levy loses, another try is pondered.		
11-20-78 The Board submits the name of Margaret Fleming for consideration as the new Deputy Superintendent of Desegregation Implementation.			11-22-78 (PD) Mayor to let bygones be bygones, asks banks to refinance debt.
12-15-78 The Court vacates the procedure requiring approval of the chosen head of DDI, while warning that a lack of understanding is illustrated by the Board's and the Superintendent's belief that desegregation experience is not a necessary criterion for selection of a Deputy Superintendent for Desegregation Implementation.			12-8-78 (PD) Mayor pleads to banks not to let city fail.
			12-16-78 (PD) City slides into default as Council blocks Mayor.
			12-18-78 (CP) Police threaten strike.

COURT EVENTS		EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM		EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES	
12-20-78	The Board notifies the Court that it appoints Margaret Fleming as Deputy Superintendent, DDI.				12-27-78	(CP) City faces court fight on layoffs.
1-8-79	The Sixth Circuit grants a stay (delay) of the planned February desegregation of the Cleveland public schools, based on the decision of the U. S. Supreme Court to hear the appeals of the Dayton and Columbus school cases.				1-6-79	(CP) State may take on city finances.
					1-11-79	(PD) Cleveland became America's quintessential sick city.
					1-15-79	(PD) Survey finds depression over default setting in.
					1-17-79	(CP) (Governor) Rhodes ducks insults from Mayor.
1-16-79	OSHCR files "Student Reassignments February 1979", documenting the existence of all-Black classes at Clara Westropp Junior High School.				2-13-79	(PD) Cleveland crippled by handicaps and misfortunes.
		3-20-79	(CP) Westropp Principal Battis denies all-Black classes.		2-23-79	(CP) Columbus tells city no cash from State.
		3-22-79	(CP) School abolishes all-Black classes at Westropp.		3-1-79	(CP) Kucinich keeps up attacks on businesses, banks, utilities.
					3-16-79	(PD) County sues Cleveland to recover debt.
					3-17-79	(CP) Kucinich vetoes pile up - nears total for past 50 years.
4-2-79	The Court orders the U. S. Department of Justice to conduct an investigation to determine whether certain acts of local defendants amount to contempt of Court. (Justice Report filed November 14, 1979.)				3-24-79	(PD) City payroll may halt for 6 weeks.
		5-2-79	(CP) School payroll is saved at 11th hour by Board.		5-10-79	(PD) Bank here threatens city with foreclosure.
5-14-79	Court Orders that the defendants must continue to plan during the stay so that they will be in a position to implement desegregation when the stay is vacated.	5-13 to 5-20-79	PD series "Cleveland's Battered Schools"		6-21-79	(PD) City Hall squabbles stall action to end default.
		7- 4-79	(PD) City schools flunk state inspection.		7-7-79	(CP) Council acts to avert 2nd city default.

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
7-13-79 The Special Master recommends and the Court adopts Basic Guidelines to serve as a means of assessing the quality and effectiveness of defendants' implementation of the desegregation plan. The Special Master also recommends that defendants choose one of 3 alternatives (A,B or C) in order to begin implementation of the Remedial Order in September 1979.		7-13-79 (CP) Enrollment seen dropping 10%.	
7-20-79 The Board chooses Alternative A, stating that this plan is the most feasible for Fall implementation in light of the availability of Board-owned vehicles for transportation.			7-19-79 (PD) (Councilmen) Forbes acquitted. ... (Carnival).
	7-28-79 (PD) School Board okays 2 levies for primary.		
7-30-79 The Court accepts the Board's recommendation to implement Alternative A. The Court orders that until the Sixth Circuit vacates the stay, the Board will continue to plan and prepare for desegregation implementation. When the stay is vacated, the schedule for implementation is: 1. Fall 1979: All Collinwood and Kennedy/Marshall Cluster schools except junior high schools; and junior highs in the East Tech/South Cluster. 2. February 1980: All remaining Cleveland Junior High Schools. 3. September 1980: All remaining schools.			

COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
8-23-79 The Sixth Circuit vacates the stay of January 8, 1979 and affirms the District Court decision that the Cleveland Board is liable for intentionally segregating the Cleveland Public Schools; further, it affirms the systemwide remedy. The question of State Board liability is remanded to the District Court.			
8-27-79 The Court orders the Board to implement the Remedial Order of February 6, 1978, as amended by the orders of June 16, 1978 and July 30, 1979.			
		9-7-79 (CP) Catholic school enrollment lower.	
9-10-79 Phase I desegregation begins; desegregated are 33 schools in 3 clusters, involving approximately 23,500 students. Approximately 8,500 of these students are transported to school.			
		9-13-79 (CP) Busing is a factor for hundreds who switch to church school.	
		9-13-79 (PD) Warrensville Heights school official says Cleveland pupils fleeing desegregation.	
	10-1-79 (CP) Teachers threaten to strike; target is 10-17.		

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
	10-3-79 (CP) City school levies lose 4th time.		
		10-9-79 (CP) Enrollment loss may reach 20,000--greater than expected.	
	10-16-79 (PD) Bus drivers set school strike for 5 a.m. tomorrow.		
	10-17-79 (PD) Dobres tearfully denies wrongdoing; resigns Board seat.		
	10-18-79 (PD) City teachers go on strike.		
	11-7-79 (PD) City schools close for duration of strike.		
			11-7-79 (CP) Voinovich easy (Mayor) victor: What he'll do.
			11-8-79 (PD) Kucinich loss clears way for State aid plan.
11-14-79 Pursuant to its investigation into whether certain acts of the Board should be prosecuted for contempt (Court Order, April 3, 1979), the U. S. Department of Justice files a report finding that 4 out of the 5 actions investigated constitute acts for which criminal contempt proceedings can be brought. On the basis of the following 2 considerations, however, the Justice Department elects not to institute proceedings at this time: 1. In light of the Sixth Circuit's recent affirmation of local defendants' liability Justice notes that it will give defendants an "opportunity to exhibit a greater sense of responsibility in complying" with Court orders;			

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
2. Justice also states that it cannot ignore the "divisive potential inherent in a prosecution of contempt at the beginning of the implementing of a Court-ordered desegregation plan".	1-1-80 (PD) Judge orders teachers to work. 1-4-80 (CP) Cleveland school teachers back on job after longest strike ends. 1-14-80 (CP) 100 school clerks hold rally to protest wage agreement. 1-15-80 (CP) Clerks walkout stops school buses. 1-16-80 (CP) Striking clerks back to jobs, school buses roll again.	1-8-80 (PD) State aid to schools cut here because of enrollment drop. 1-31-80 (CP) Cleveland Catholic Diocese gets more minority students. 2-18-80 (PD) Board to close 25 schools; 32 closed in 2 years as enrollment dips. 3-11-80 (CP) Enrollment drop may cost city schools millions.	1-12-80 (PD) Auto layoffs are 2nd worse since the 30's. 1-29-30 (PD) 8 freed; carny trials over for now. 3-3-80 (PD) Like Cleveland, business exodus plagues Chicago. 3-13-80 (CP) Cleveland awaits plan approval to end default by summer.

COURT EVENTS	EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM	EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES
3-17-80 The U. S. Supreme Court denies the Board's petition for a writ of certiorari.			
3-18-80 Phase II desegregation begins: newly desegregated are 20 junior high schools in six clusters, involving approximately 22,500 students. Approximately 11,300 of these students are transported to school.			
4-7-80 Hearings begin on whether the Board is in contempt of court; 19 charges are set forth in a Court Order issued before the hearings.			
4-21-80 Hearings begin on liability of the State Board of Education. Hearings conclude April 24, 1980.			
	5-2-80 (PD) 5 Cleveland school unions demand me-too raises.		5-4-80 (PD) Cleveland area employment drops - production payrolls in Ohio drop.
		5-12-80 (CP) Press study on attendance shows schools lose 2,000 whites.	
5-23-80 Hearings end on whether or not the Board and certain of its administrators are in contempt of court. Twenty-two people have testified during 23 days of hearings.			

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
		5-24-80 (PD) Cleveland schools report loss of 15,423 pupils, most have left town.	
	6-8-80 (CP) City schools expect 4th opening delay in past 4 years.		
	7-12-80 (PD) $7 million school deficit may result in safety cut.		
	7-22-80 (PD) Fired school (bus) monitors block 72 school buses.		
7-25-80 The Court finds the Board and certain of its administrators in civil contempt of court, and orders appointment of an Administrator of Desegregation with broad powers to implement desegregation.	7-25-80 (CP) Drivers, School Board agree to 3 year pact.		
			7-30-80 (PD) City, banks reach tentative accord to end default by October.
8-15-80 The Court appoints Dr. Donald R. Waldrip as Administrator of Desegregation.			
	9-8-80 (PD) Delayed teachers payday saves city school budget.		
		9-11-80 (CP) Many Cleveland students switch to Catholic schools.	

COURT EVENTS		EVENTS OUTSIDE THE COURT					
		SCHOOL SYSTEM		ENROLLMENT ISSUES		CITY ISSUES	
9-23-80	The Court again finds on remand (August 23, 1979) State defendants jointly liable for creation and maintenance of illegally segregated public schools in Cleveland. The State is ordered to reimburse local defendants for their share of expenses thus far incurred in desegregation implementation; further costs, as incurred.					10-15-80	(PD) Cleveland is prototype of declining U. S. city, used in study.
9-29-80	Phase III Implementation begins; of a total Cleveland Public School enrollment of 86,565, 36,248 students are transported.			11-4-80	(CP) White outflow, staff problems vex the schools.	11-17-80	(CP) Default ends, but not city's problems.
		1-9-81	(CP) Gallagher re-elected School Board President.				
		1-17-81	(PD) 3 utilities agree to pay taxes early to help schools in fiscal bind.				
		1-28-81	(PD) School bus drivers to be fired, new hirings through civil service test.			1-27-81	(CP) 1980 hailed as year that Cleveland turned around.
				2-6-81	(CP) Catholic schools' enrollment steady.		
		2-24-81	(CP) More drivers joining bus strike.				
		2-25-81	(CP) Kids to ride; bus drivers end walkout.				

COURT EVENTS		EVENTS OUTSIDE THE COURT: SCHOOL SYSTEM		EVENTS OUTSIDE THE COURT: ENROLLMENT ISSUES	EVENTS OUTSIDE THE COURT: CITY ISSUES	
4-6-81	Citing several reports on the need for organizational reform of the School District as a prerequisite to implementation of the educational components of the Remedial Orders, the Court orders OSMCR to conduct an organizational study of the School District and to propose a unitary and decentralized organizational framework.	2-27-81	(CP) Schools to seek a bailout, ask Controlling Board for $25 million loan.		3-25-81	(CP) 48,000 expected to apply for 125 postal jobs.
4-24-81	Court adopts Final Standards which will serve as the measure of compliance with the Remedial Orders.	4-1-81	(PD) Ohio Legislature okays $19 million bailout bill for schools here.		4-26-81	(PD) 10 year slide of America's mainstay - the frost belt.
6-1-81	OSMCR files its "Organizational Study of the School District" ("The Organizational Study"), which finds that the Cleveland Public School System is in a state of organizational crisis which will continue to block, delay and impair full and effective implementation of the desegregation plan. The study details problems and makes recommendations to the District in the areas of systems, staffing and structure.				6-23-81	(PD) Ohio's manufacturing jobs declined 10% in last decade.

COURT EVENTS		EVENTS OUTSIDE THE COURT		
		SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
7-1-81	Citing allegations that Griswold Institute and Freedom Academy were opened to subvert the desegregation orders, the Court enjoins the State from issuing charters to the schools pending development of regulations and criteria governing its consideration of charter applications for non-public schools operating in a desegregating school district.			
		7-23-81	(CP) City schools asked to create own law department.	
		8-13-81	(CP) J. E. Gallagher, Jr. won't seek re-election to School Board.	
		8-16-81	(CP) CORE drops its suit against Boards.	
9-14-81	"Joint Report of all Parties ... Concerning OSHCR Study" ("the Joint Report") is filed. While agreeing that proper reorganization would benefit the System and deliver better services to its pupils, the Parties disagree that desegregation implementation cannot be accomplished unless the System is reorganized. The Joint Report indicates agreement with OSHCR recommendations in the areas of staffing and systems; it disagrees with			

COURT EVENTS		EVENTS OUTSIDE THE COURT			
		SCHOOL SYSTEM		ENROLLMENT ISSUES	CITY ISSUES
	the recommendation in the area of structure. The Joint Report calls for immediate reinstatement of School District control over its operations.				
		10-5-81	(CP) Parents halt half of school buses.		
		10-6-81	(CP) Parents end school bus protest.		
		10-9-81	(PD) City school bus drivers vote to strike.		
10-21-81	The Sixth Circuit affirms the finding of liability against State defendants.	10-21-81	(CP) Drivers approve contract without School Board.		
12-1-81	The Court orders the Board to submit by 1/30/82 plans and schedules for implementation of a) all of the systems reforms to which the Parties agreed in their Joint Report; and b) a unitary and decentralized administrative structure. Subject to Court approval, the Board is to implement the reforms and structure by Fall 1982 school opening. The Court also requires that the Board postpone renewal or extension of employment agreements with any administrator above the level of building principal until the new administrative structure is approved by the Court.			12-1-81	(CP) Cleveland school enrollment drop to continue, advisor says.

COURT EVENTS	EVENTS OUTSIDE THE COURT		
	SCHOOL SYSTEM	ENROLLMENT ISSUES	CITY ISSUES
	12-16-81 (PD) Ex-boss of school safety W. F. Howard sues School Board.		12-29-81 (PD) Population, job decline seen continuing here.

TABLE II-20

TRANSFERS DURING THE TEACHER STRIKE, 1979-1980, BY RACE AND DESTINATION

Race	To Parochial/ Private Schools in Cleveland	To Other Schools in Cuyahoga County	To Schools Outside Cuyahoga County	Totals	
				Number	Percent of Transfers for 1979
Black	101	652	618	1,371	20.6
White	168	370	724	1,262	16.1
Other	8	17	126	151	19.8
Totals	277	1,039	1,468	2,784	
Percent of Transfers For 1979	9.5	20.5	21.1	18.2	

Sources: Cleveland Board of Education, Department of Research and Development, Withdrawal Data, 1979-80.

Note: OSMCR Calculations

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